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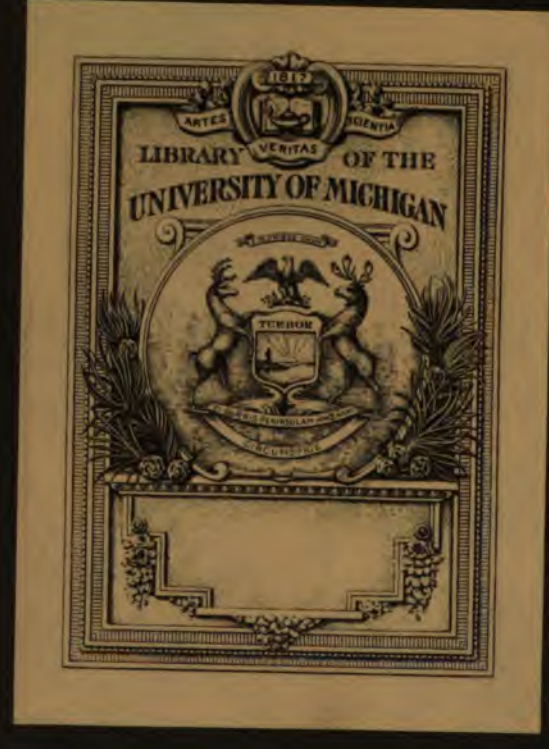
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REPORT

OF THE

COMMITTEE ON TERMINALS
AND TRANSPORTATION

TO THE

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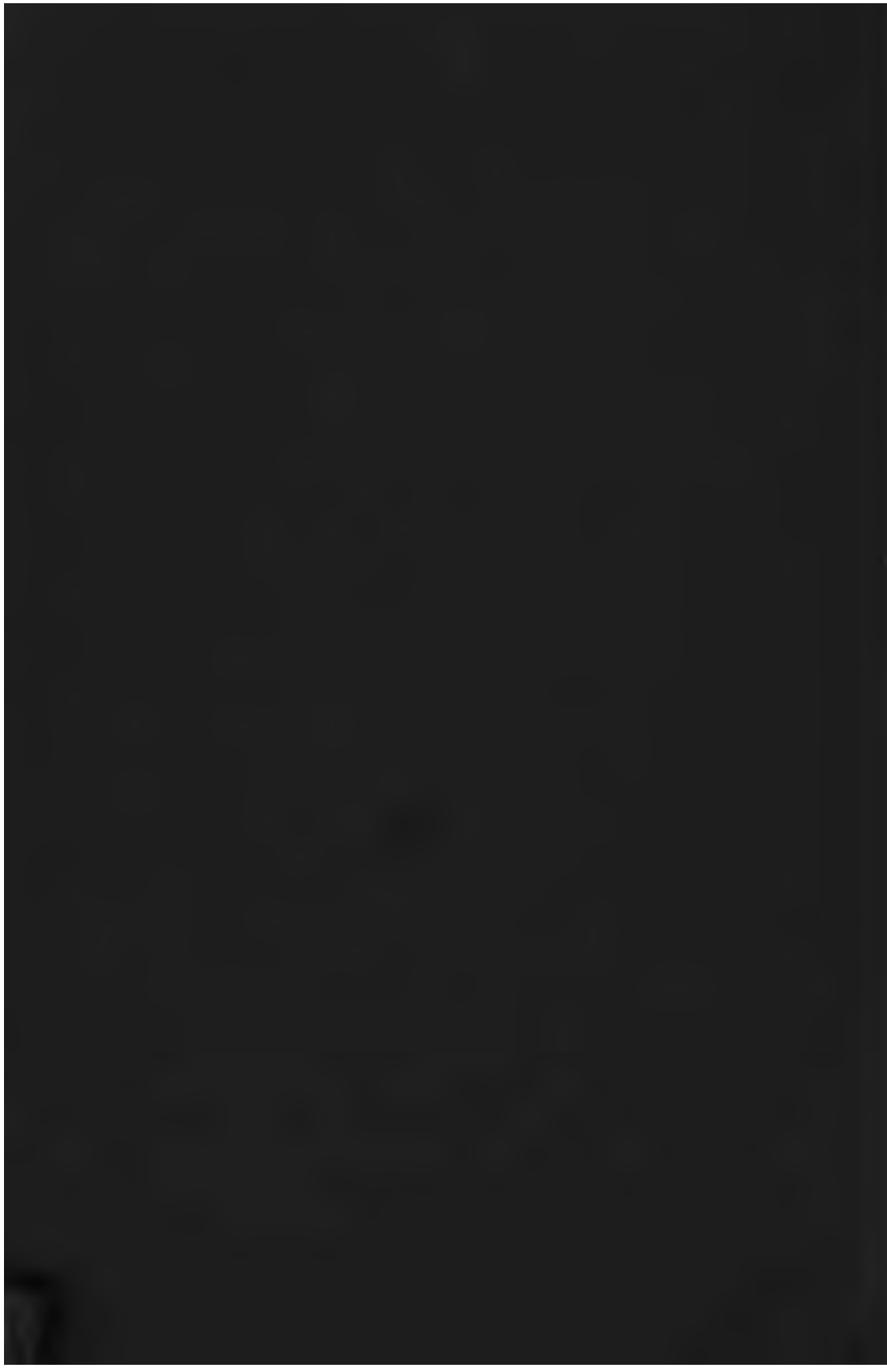

REPORT

OF THE

COMMITTEE ON TERMINALS AND TRANSPORTATION

OF THE

NEW YORK STATE

FOOD INVESTIGATING COMMISSION

APRIL 18, 1913

COMMITTEE

W. C. BROWN, Chairman
F. W. STEVENS
G. M. TUCKER

ALBANY
J. B. LYON COMPANY, PRINTERS
1913

SCOPE OF REPORT

An attempt has been made in this report to show exactly what effect railroad rates, railroad terminal facilities and railroad service have had on the cost of food stuffs in New York City, Albany, Syracuse and Buffalo, during the past decade. The Committee has confined its investigations to railroad rates, facilities and service, since the history of steamship rates, which are not filed with the Interstate Commerce Commission, is most difficult to secure and the question of the terminal facilities and service of steamship lines has been most adequately covered in the report of the Commissioner of Docks.

The Committee's principal purpose has been to show to what extent the *increase* in the cost of food stuffs in recent years has been due to railroad rates and terminal conditions, this basis of investigation having been adopted in the belief that the most significant question to be answered in regard to the cost of living is, " Why has it increased? " rather than, " Why is it high? "

To this historical consideration of the subject have been added figures showing of how little importance the freight rate is as a part of the ultimate cost of food stuffs, certain observations with regard to the present methods of assembling and distribution and a brief description of the service rendered by the carriers.

For the purposes of the comparative consideration of rates and terminal facilities a ten-year period has been adopted as a basis because the most marked advances in prices have taken place during that time; also it is very difficult to procure reliable information as to rates prior to 1903.

An attempt also has been made to suggest such improvements and changes as would, in the opinion of the Committee, lead to a reduction in transportation and terminal costs on food products.

Method of Investigation

In order to show to what extent rates on food products have changed during the past ten years, the Committee has made an investigation of the rates on the principal food products from typical principal points of origin to New York City, Albany, Syracuse and Buffalo, and has ascertained what each rate was in

1903 and what it was on January 1, 1913. It has also prepared figures showing the transportation cost per unit of certain specific commodities.

In the case of terminal facilities, the investigation has been confined to New York City since it is only at that point that the phenominal increase in population, especially away from the center of the city, has rendered the present facilities inadequate and obsolete, and increased the cost of delivery from the railroad terminals to the consumer. This investigation has been conducted along much the same lines as the investigation of rates. Figures have been prepared showing the number and capacity of the terminals of all of the railroads serving New York City in 1903, and the additions and enlargements which have been made since that time. From these facts conclusions have been drawn as to the effect of terminal development on the cost of delivery. Some observations have also been made as to the present uneconomic methods of assembling and distributing food products at all points in the State.

In the case of railroad service the report gives a brief description of the transportation service and of certain unusual privileges which are accorded in New York City at and in connection with the terminals.

That part of the report which deals with remedies contains an outline of various plans that have come to the Committee's attention, which, it is believed, would result in very substantial economies in the handling of food stuffs. These suggestions do not purport to be exhaustive, since no attempt has been made to secure the opinions of all of the experts who are familiar with the situation, but it is believed that they will be found significant and helpful.

Rates

The investigation of the rates on food stuffs could not, of course, be exhaustive, but a very large number of rates have been examined, and great care has been taken to use only those under which there is an important movement of traffic. In many instances a single rate to which reference is made is applicable from a large producing territory, or, if not specifically applicable, is indicative in its fluctuations of the fluctuations of other rates from the same general district, so that the significance of the rates to which reference will be made is much greater than their mere numbers would indicate.

It would not be profitable to give here a statistical statement of all of the rates examined, showing the exact changes that have been made between 1903 and 1913. The same result can be less voluminously and more interestingly presented by stating the principal points of origin of each commodity, and the number of the typical rates on it that have been changed in the past ten years. Where it is stated that no change has been made, it is meant merely that the rates are the same as in 1903. No rates will be included which were not published in 1903 or have been discontinued since that time, except that in certain cases where a rate was published for the first time shortly after 1903 it will be referred to as if it had been effective in that year. Carload and less-than-carload rates on the same commodity, from the same points of origin, to the same destination have been included in the tables prepared whenever the movement of traffic on those two kinds of rates justified it, and in such cases both rates will be counted since, in many instances, they have been changed independently.

NEW YORK CITY

APPLES — Apples come from Colorado, Arkansas, Oregon, Washington, Virginia, Delaware, New Jersey, North Carolina and New York. Of twenty-seven rates examined from these territories eighteen are the same today as in 1903, nine have been reduced and none advanced.

ASPARAGUS — There is a heavy movement of asparagus from the Charleston, S. C., district. Of three rates examined all have been reduced, one as much as twenty cents per crate.

BARLEY, OATS AND RYE — These grains reach New York City from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. Sixteen rates from points in those states were examined. Of these, nine were found to be the same today as in 1903, five to have been reduced and two to have been advanced.

BEANS, DRIED — New York City receives dried beans from Michigan and New York. Seventeen rates were examined from points in these states and fourteen have undergone no change, while three have been reduced.

BERRIES — Rates on berries (without reference to the particular kinds) were examined from Baltimore, Md., and points on the West Jersey & Seashore Railroad in New Jersey. All of these rates are the same now as in 1903.

BLACKBERRIES AND DEWBERRIES — These berries are given a specific rate from Wilmington, N. C., which is the same today as in 1903.

BUTTER — Butter comes from Illinois, Indiana, New York and Quebec. Of the rates examined from these points, eight have undergone no change, three have been extensively reduced and one advanced since 1903.

CABBAGE — This commodity reaches New York City from New York, Florida, Georgia, Virginia, North Carolina and South Carolina. An examination of the rates from points in these states shows that four have undergone no change while ten have been extensively reduced and one slightly advanced.

CANNED GOODS — Canned goods are shipped to New York City from Delaware, Maryland, Virginia, Illinois, Indiana, Utah and New York. Of eighteen rates from these districts, fifteen have undergone no change, while three have been very slightly advanced.

CANTELOUPES — Canteloupes are shipped from North Carolina, South Carolina, Delaware and New Jersey. Of twelve rates examined from these points, six have not been changed, four have been reduced and two advanced since 1903.

CATTLE — New York's cattle come from Illinois, Indiana, Ohio, Nebraska and Missouri. The rates from points in these states have not been changed, except two from Nebraska and Missouri which have been advanced.

CELERY — Celery is received from Michigan, California, Pennsylvania and New York. Four of the rates from these states are the same, and two have been substantially reduced since 1903.

CLAMS — Clams are shipped from New Jersey and Virginia. Of eight typical rates from points in those states, six have not been changed and two have been substantially advanced.

CORN — Corn originates in Minnesota, Illinois and New York. An examination of twelve rates from these states shows that eight have not been changed, three have been reduced and one advanced since 1903.

CRABS, HARD AND SOFT — These come from Virginia, Maryland and Delaware. An examination of six typical rates shows that none have been advanced.

CREAM AND CONDENSED MILK — These commodities take the same rates and originate at a large number of points in New York State. Sixteen rates were examined and it was found that

seven had not been changed, seven had been reduced and two advanced. Condensed milk alone originates in Maryland, Illinois and Wisconsin, and in every case the rates on it have been substantially reduced.

EGGS — Eggs come from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Of twelve typical rates from these states, seven have undergone no change, three have been very substantially reduced and two slightly advanced.

FISH — The rates on fish from New Jersey, Virginia, Ohio, Illinois, Wisconsin and the Pacific Coast show no changes.

GRAIN PRODUCTS — Grain products are shipped from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. An examination of sixteen typical rates shows that nine have not been changed, five have been reduced and two advanced.

GRAPES — Grapes are received from New York and Michigan. Eight rates which were examined show six without change and two that were advanced.

HOGS — Hogs are shipped from Illinois, Indiana, Ohio, Nebraska and Missouri. None of the rates from these states have been changed, except two from the last two states, in which case there has been an advance.

KALE — The rates on kale from Virginia and North Carolina have not been changed.

LEMONS — The rates on lemons from points in California have not been changed.

MEAT — Meat originates in Illinois, Nebraska, Missouri and New York. There have been no changes in the rates, except from Missouri, in which case they have been substantially reduced.

MILK — Milk comes from a great number of points in New York State. An examination of sixteen rates shows that seven have undergone no change and nine have been reduced.

ONIONS — Onions are received from Indiana, Ohio, Texas, North Carolina and New York. Twenty typical rates from those states include sixteen that have not been changed, three that have been reduced and one that has been advanced.

ORANGES — The rates on oranges from California points have been substantially reduced. The rates on citrus fruits from Florida have all been reduced via the all-rail routes, but have undergone no change via the rail-and-water routes.

OYSTERS — Oysters, either shucked or in the shell, come from New Jersey, Delaware, Maryland and Virginia. Fourteen of the

typical rates from these states include seven that have not been changed, two reductions and five advances.

Packing House Products — These come from Illinois, Nebraska, Missouri and New York. None of the rates have been changed, except from Missouri, in which case there has been a substantial reduction.

Peaches — New York's peaches come from Delaware, New Jersey, North Carolina and Georgia. Eleven rates from points in those states include four that have not been changed, five that have been reduced, some very substantially, and two that have been advanced.

Pears — Pears are received from Delaware, New Jersey and North Carolina. Four of the rates from points in those states have not been changed, while four have been reduced.

Potatoes — Potatoes are shipped from Delaware, New Jersey, Maryland, Virginia, North Carolina, South Carolina, Ohio, Michigan, Wisconsin, Maine and New York. Forty-eight rates from those districts have been examined, and show thirty-two that have not been changed, nine that have been reduced and seven that have been advanced.

Poultry — Poultry, both dressed and live, comes from Illinois, Indiana, Ohio, New York and Quebec. Of eighteen typical rates from those districts eight have not been changed, nine have been very substantially reduced and one slightly advanced.

Salt — Salt is received from Michigan, Ohio and New York. There has been no change from two typical points and reductions from three.

Sheep — Sheep are received from Illinois, Indiana, Ohio, Nebraska and Missouri. Four of the rates from these states have not been changed, one has been slightly advanced and one slightly reduced.

Spinach — Spinach comes from Virginia and North Carolina. Two typical rates include one that has not been changed and one that has been advanced.

Strawberries — Strawberries are received from Delaware, New Jersey, North Carolina and South Carolina. Eleven rates have been examined, four found to have been unchanged, five to have been reduced and two to have been advanced.

Tea — Tea comes from the Pacific coast ports and the rates have not been changed.

VEGETABLES — Vegetables move under general rates which do not specify the particular kind from Georgia, Florida, North Carolina and Virginia. The typical vegetable rates from these points include nine that have been unchanged, five that have been reduced and two that have been advanced.

WHEAT — Wheat is received from Minnesota, Illinois and New York. Eight of the typical rates from these points have not been changed, four have been reduced and none advanced.

From these figures it is clear that the general trend of all the changes in food products rates to New York City has been downward. The majority of the rates have not changed, and in almost no cases have the advances on any commodity been as numerous as the reductions. On such staples as apples, beans, butter, cabbage, canned goods, cattle, eggs, fish, all kinds of grain and grain products, meat, milk and cream, onions, packing house products, poultry, salt and tea there have been either no advances at all or only one or two minor ones, while the reductions have been quite extensive.

ALBANY

APPLES —Albany receives apples from Colorado, Arkansas, Oregon, Washington and New York. The typical rates from these states include seven that have not been changed, six that have been reduced and six that have been advanced.

ASPARAGUS — Asparagus comes from North Carolina and South Carolina, and all of the rates have either been substantially reduced or not changed.

BARLEY, OATS AND RYE — These grains come from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. Sixteen of the rates examined from these states show seven that have not been changed, six that have been reduced and three that have been advanced.

BEANS, DRIED — Dried beans come to Albany from Michigan and New York. Seventeen of the rates examined from points in these states include six that have not been changed, five that have been reduced and six that have been slightly advanced.

BERRIES — Berries come from New Jersey, Delaware, Maryland, Virginia and South Carolina. All of the rates from these states have either undergone no change or been reduced, some very substantially.

BLACKBERRIES AND DEWBERRIES — The rates on these berries from North Carolina have not been changed.

BUTTER — This commodity comes from Illinois, Indiana, Michigan, Ohio, Wisconsin, Iowa, New York and Quebec. Six typical rates have not been changed, four have been reduced, some very substantially, and two slightly advanced.

CABBAGE — Six of the typical rates on cabbage from North Carolina, Florida and Georgia include one that has been unchanged and five that have been greatly reduced.

CANNED GOODS — Canned goods are shipped from Illinois, Indiana, Utah and New York. An examination of twelve rates from these points shows seven unchanged, three reduced and two advanced.

CATTLE — The rates on cattle from Illinois, Indiana, Ohio, Nebraska and Missouri have not been changed, with the exception of two from the last two states which have been advanced.

CELERY — This commodity comes from Michigan, California, Pennsylvania and New York. Three of the rates examined have not been changed, two have been reduced and one advanced.

CORN — Corn is shipped from Minnesota, Illinois and New York. Six of the rates examined from points in these states have been unchanged, four have been reduced and two advanced.

EGGS — Eggs come from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Twelve of the typical rates from these localities include five that have been unchanged, four that have been reduced and three that have been advanced.

FISH — The rates on this commodity from New Jersey, Illinois, Ohio, Wisconsin and the Pacific Coast have not been changed.

GRAIN PRODUCTS — Grain Products come from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. Of sixteen rates examined seven have remained unchanged, six have been reduced and three advanced.

GRAPES — Grapes originate in New York and Michigan. The typical rates from four points have remained the same and from four have been advanced.

HOGS — The rates on hogs from Illinois, Indiana, Ohio, Nebraska and Missouri which have been examined show four that have remained unchanged and two that have been advanced.

LEMONS — The lemon rates from California points have not been changed.

MEAT — Meat comes from Illinois, Nebraska, Missouri and New York. Four typical rates have not been changed and one has been reduced.

MILK, CONDENSED — Condensed milk is shipped from Illinois, Indiana and Wisconsin. The rates from all points in these states have been reduced.

ONIONS — Onions originate in Indiana, Ohio, Texas and New York. Nineteen rates from these states were examined. They include seven that have not been changed, five that have been reduced and seven that have been advanced.

ORANGES — The rate on California oranges has been reduced. The rates on citrus fruits from Florida have, in every instance, been reduced quite substantially.

OYSTERS — The rates on oysters from Delaware, Maryland and Virginia points have not been changed.

PACKING HOUSE PRODUCTS — Packing house products come from Illinois, Nebraska, Missouri and New York. The rates examined are the same as in 1903 in two instances, have been reduced in one and advanced in two.

PEACHES — The rates on peaches from Georgia have been substantially reduced.

POTATOES — Potatoes are shipped from Florida, Georgia, North Carolina, South Carolina, Ohio, Michigan, Minnesota, Wisconsin, Maine and New York. Of thirty-two typical rates from these localities, thirteen have undergone no change, ten have been reduced and nine have been advanced.

POULTRY — Poultry, live and dressed, comes from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Nine of the rates examined have remained the same, eight have been reduced, some very substantially, and one very slightly advanced.

SALT — Salt is shipped from Michigan, Ohio and New York. Two of the typical rates have not been changed and three have been reduced.

SHEEP — Sheep come from Illinois, Indiana, Ohio, Nebraska and Missouri. Four of the rates examined from these states have not been changed, one has been reduced and one advanced.

STRAWBERRIES — The rates on strawberries from North Carolina have not been changed.

TEA — The tea rate from the Pacific Coast ports has not been changed.

WATERMELONS AND CANTELOUPES — These commodities originate in North Carolina and South Carolina. The rates from all points in those states have been very slightly advanced.

WHEAT — Wheat comes from Minnesota, Illinois and New York. Six typical rates on it have not been changed, five have been reduced and one slightly advanced.

While the rates to Albany show perhaps a slightly higher percentage of increases in comparison to the reductions than those to New York City, their tendency has plainly been downward. In the case of such staples as butter, cabbage, canned goods, corn, eggs, fish, grain products, meat, condensed milk, citrus fruits, poultry, salt, tea and wheat there have been either no advances at all or very trifling ones, while the reductions have been numerous and substantial.

SYRACUSE

APPLES — Apples come from Colorado, Arkansas, Oregon, Washington and New York. An examination of eighteen rates from these states shows that four have not been changed, eight have been reduced and six have been advanced.

BARLEY AND OATS — These grains come from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. The rates from those states include one that has not been changed, eleven that have been reduced quite substantially and four that have been increased.

BEANS, DRIED — Dried beans come from Michigan and New York. Fifteen typical rates from these points include two that have not been changed, seven that have been reduced and six that have been advanced.

BERRIES — The rates on berries from New Jersey, Delaware, Maryland and Virginia have all been reduced.

BUTTER — Butter comes from Illinois, Indiana, Michigan, Ohio, Wisconsin, Iowa, New York and Quebec. Twelve of the typical rates from points in those states include six that have not been changed, three that have been substantially reduced and three that have been advanced.

CANNED GOODS — These originate in Illinois, Indiana, Utah and New York. An examination of twelve rates from those states shows four unchanged, five reduced and three advanced.

CATTLE — Cattle come from Illinois, Indiana, Ohio, Nebraska and Missouri. The typical rates from points in all of those states have remained unchanged, except the last two, from which there have been two advances.

CELERY — Celery originates in Michigan, California, Pennsylvania and New York. Three of the rates examined have been unchanged, two reduced and one advanced.

CORN — Corn is shipped from Minnesota, Illinois and New York. Of twelve rates examined from these points ten have been reduced and two advanced.

EGGS — Eggs come from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Five typical rates have been unchanged, three reduced and four advanced.

FISH — None of the rates on fish from New Jersey, Illinois, Ohio, Wisconsin or the Pacific Coast have been changed.

GRAIN PRODUCTS — Grain products are shipped from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. Sixteen of the typical rates from these states include twelve reductions and four advances.

GRAPES — Grapes come from New York and Michigan. Four of the rates examined have not been changed, two have been reduced and two advanced.

HOGS — Hogs are shipped from Illinois, Iowa, Ohio, Nebraska and Missouri. Four of the rates examined have not been changed and two have been slightly advanced.

LEMONS — The lemon rates from California have not been changed.

MEAT — The typical meat rates from Illinois, Nebraska, Missouri and New York include two that have been unchanged, one that has been reduced and one that has been advanced.

MILK, CONDENSED — This is shipped from Illinois, Indiana, and Wisconsin, the rates from all of which districts have been reduced.

ONIONS — Onions come from Indiana, Ohio, Texas and New York. Three of the rates examined from these districts have not been changed, seven have been reduced and seven advanced.

ORANGES — The orange rates from California have been reduced, as also have the citrus fruit rates from Florida.

OYSTERS — There has been no change in the oyster rates from Delaware, Maryland and Virginia.

PACKING HOUSE PRODUCTS — These commodities come from Illinois, Nebraska, Missouri and New York. Three of the typical rates have remained unchanged, one has been reduced and one slightly advanced.

PEACHES — The rates on peaches from Georgia have not been changed.

POTATOES — Potatoes are shipped from South Carolina, Ohio, Michigan, Wisconsin, Maine and New York. Twenty-one rates

examined from these districts show that five have been unchanged, seven reduced and nine advanced.

Poultry — Poultry comes from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Eighteen rates examined from these states include eight that have been unchanged, six that have been reduced and four that have been advanced.

Rye — The typical rates on rye from Minnesota, Illinois, Michigan, Ohio, Indiana and New York include one unchanged, eleven reduced and four advanced.

Salt — All of the salt rates from Michigan, Ohio and New York have either remained the same or been reduced.

Sheep — Sheep originate in Illinois, Indiana, Ohio, Nebraska and Missouri. Four of the rates examined have remained the same, one has been reduced and one advanced.

Tea — The rates on tea from Pacific Coast ports have remained the same.

Watermelons and Canteloupes — These commodities come from North Carolina and South Carolina. All of the rates examined have remained the same, except one that has been slightly advanced.

Wheat — Wheat is shipped from Minnesota, Illinois and New York. All rates have been reduced, except one which was advanced.

The general trend of rates to Syracuse has been about the same as to Albany. The majority of them have been unchanged, and of those that have been changed the reductions have outweighed the advances. The general effect upon the cost of food products has certainly been downward. Thus, the rates on the following commodities have, in the majority of cases, either been stationary or suffered reductions, while the advances have been very few and slight: Butter, canned goods, corn, fish, grain products, citrus fruits, meat, condensed milk, packing house products, poultry, rye, salt, sheep, tea, watermelons and canteloupes and wheat.

BUFFALO

Apples — Apples come from Colorado, Arkansas, Oregon, Washington and New York. Eighteen of the typical rates from these points include four that have not been changed, four that have been reduced and ten that have been slightly advanced.

Asparagus — The rates on asparagus from North Carolina and South Carolina have either remained the same or been substantially reduced.

BARLEY, OATS AND RYE — These grains are shipped from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. An examination of sixteen rates from these points shows that two have remained unchanged, eleven have been reduced and three have been advanced.

BEANS, DRIED — Dried beans come from Michigan and New York. Two of the rates examined have not been changed, three have been reduced and ten slightly advanced.

BERRIES — Typical berry rates from New Jersey, Delaware Maryland, Virginia and South Carolina have in one instance remained the same and in all other instances been substantially reduced.

BLACKBERRIES AND DEWBERRIES — These berries come from North Carolina, and the typical rates on them have not been changed.

BUTTER — Butter is shipped from Illinois, Indiana, Michigan, Ohio, Wisconsin, Iowa, New York and Quebec. Seven of the rates examined have not been changed, two have been greatly reduced and three advanced.

CABBAGE — Cabbage originates in Florida, Georgia and the Carolinas. One of the rates examined has not been changed, two have been reduced and three advanced.

CANNED GOODS — Canned goods are shipped from Illinois, Indiana, Utah and New York. In four typical cases there have been no changes in the rates, in one there has been a reduction and in seven there have been slight advances.

CATTLE — Cattle originate in Illinois, Indiana, Ohio, Nebraska and Missouri. All of the rates examined have remained unchanged, except from points in the last two states, in which cases they have been advanced.

CELERY — Celery is shipped from Michigan, California, Pennsylvania and New York. Three of the rates examined have not been changed, one has been reduced and two advanced.

CORN — Corn comes from Minnesota, Illinois and New York. An examination of twelve rates from these localities shows that one has not been changed, ten have been reduced and one advanced.

EGGS — Eggs are shipped from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Of the typical rates six have not been changed, two have been reduced and four advanced.

FISH — All of the rates on fish from Illinois, Ohio, Wisconsin and Pacific Coast points have remained unchanged.

GRAIN PRODUCTS — Grain products are shipped from Minnesota, Illinois, Michigan, Ohio, Indiana and New York. Of the rates examined two have not been changed, twelve have been reduced and two advanced.

GRAPES — These originate in New York and Michigan. Four of the typical rates have not been changed, two have been reduced and two advanced.

HOGS — The hog rates from Illinois, Indiana, Ohio, Nebraska and Missouri show no changes, except from the last two points which have been advanced.

LEMONS — The lemon rates from California points have not been changed.

MEAT — The meat rates from Illinois, Nebraska and Missouri have either remained unchanged or been reduced.

MILK, CONDENSED — Condensed milk originates in Illinois, Indiana and Wisconsin, from all of which places the rates have been reduced.

ONIONS — Onions are shipped from Indiana, Ohio, Texas and New York. Three of the rates examined have not been changed, three have been reduced and eleven have been slightly advanced.

ORANGES — Rates on oranges from California points and on all citrus fruits from Florida have been substantially reduced.

OYSTERS — Rates on oysters from Delaware, Maryland and Virginia have either remained unchanged or been reduced.

PACKING HOUSE PRODUCTS — These commodities are shipped from Illinois, Nebraska and Missouri, and the rates on them have either remained unchanged or been reduced.

POTATOES — Potatoes originate in Florida, Georgia, North Carolina, South Carolina, Ohio, Michigan, Minnesota, Wisconsin, Maine and New York. Of twenty-seven rates examined from these districts, nine have been unchanged, eight have been reduced and ten slightly advanced.

POULTRY — Poultry comes from Illinois, Indiana, Ohio, Iowa, New York and Quebec. Ten of the typical rates have not been changed, three have been reduced and fifteen advanced.

SALT — Salt from Michigan, Ohio and New York has been reduced in four cases and advanced in one.

SHEEP — Sheep come from Illinois, Indiana, Ohio, Nebraska and Missouri. Four of the rates examined have not been changed, one has been reduced and one advanced.

STRAWBERRIES — The rates on strawberries from North Carolina have not been changed.

TEA — The tea rates from Pacific coast ports have not been changed.

VEGETABLES — Vegetables not specifically designated are shipped from Florida and Georgia. In all cases the rates have been substantially advanced.

WATERMELONS AND CANTELOUPES — These commodities come from the Carolinas, and in every instance the rates have been substantially reduced.

WHEAT — Wheat is shipped from Minnesota, Illinois and New York. An examination shows that in one case the rate has not been changed. In all others it has been reduced.

The rates to Buffalo show a substantially greater percentage of advances than those to any of the other points considered. This is not, however, as indicative as might first be thought. In almost every case where a larger number of advances than reductions was noted, the advances were very slight— scarcely ever over two cents per 100 pounds. On the other hand, many of the staples have either been very generally reduced or maintained without change. Thus, barley, oats and rye, butter, corn, fish, grain products, citrus fruits, meat, condensed milk, packing house products, salt, sheep, tea and wheat all show no advances, or very few, and a large number of reductions.

To this review of transportation rates must be added a brief consideration of demurrage and track storage charges. When carload freight is delivered on team tracks and unloaded by the consignee, forty-eight hours "free time" is allowed for that purpose. At the expiration of the free time a demurrage charge of one dollar per car per day (except Sundays and holidays) is imposed until the car is released. This charge is the same throughout the State, and has not been changed in the past ten years.

On account of the great value of terminals in New York City a charge in addition to demurrage, called track storage, is imposed at the expiration of the free time. This charge is $1 per car per day for the first two days after the expiration of the free time, and $2 for every day thereafter, Sundays and holidays excepted. This was first established in 1907.

While these track storge charges constitute an additional charge over what was imposed in 1903, they do not really represent an

increase in the cost of transportation. Both demurrage and track storage are police regulations rather than revenue measures. Their purpose is not to produce income, but to prevent the abuse as distinguished from the use of railroad facilities, and so far as the consignee does not abuse those facilities he will not be called upon to pay either demurrage or track storage.

This general review of the history of food product rates to four of the important centers in the state seems to indicate conclusively that the increase in the cost of food during the past ten years has not been in any way attributable to transportation charges. Indeed, reductions have been so extensive that the cost per capita of transporting food products to any of the cities considered has probably decreased, and certainly this is true of New York.

To this consideration of the history of the rates on food stuffs into New York City may properly be added a few figures to show what a small part of the ultimate price of food products represents the cost of transportation. The following table shows the transportation cost per unit of various commodities from typical points of origin to New York City.

Commodity	From	To	Charge
Dressed poultry	Chicago	N. Y. City	¾c. per lb.
Dressed beef	Chicago	N. Y. City	45–100c. per lb.
Packing house products, smoked meats and pork	Chicago	N. Y. City	3–10c. per lb.
Eggs	Chicago	N. Y. City	9–10c. per dozen.
Butter	Chicago	N. Y. City	65–100c. per lb.
Milk	Northern and western N. Y. points	N. Y. City	8–10c. per quart.
Cream	Northern and western N. Y. points	N. Y. City	1 7–10c. per quart.
Potatoes	Northern and western N. Y. points	N. Y. City	9 6–10c. per bushel.
Apples	Northern and western N. Y. points	N. Y. City	8 8–10c. per bushel.
Onions	Northern and western N. Y. points	N. Y. City	9c. per bushel.
Eggs	Northern and western N. Y. points	N. Y. City	2–5c. per dozen.
Flour	Northern and western N. Y. points	N. Y. City	4½c. per 50 lb.
Cheese	Northern and western N. Y. points	N. Y. City	4–10c. per lb.
Flour	Minneapolis	N. Y. City	12½c. per 50 lb.

The Massachusetts Commission investigated this matter with particular reference to rates to Boston, and some of their conclusions may advantageously be given here as the Boston rates do not so materially vary from the New York rates as to affect the figures to any appreciable degree.

The railroad gets only one cent a pound for bringing butter from the Mississippi river, while the dealer averages about one and one-half cents for selling.

Turkeys are brought from Texas for one and three-quarters cents a pound, chickens from Chicago for about three-quarters of a cent a pound; and at this rates the railroads bring them in a refrigerator car, keeping them iced while in transit.

Grain and grain products are brought from Chicago for about seventeen and one-half cents a hundred.

Hay is brought from the Ohio valley for about $3 a ton and from the Mississippi valley for $5 a ton.

Beef is brought from Chicago for forty-five cents per 100 pounds.

Products of the beef or hog are carried from western packing houses to New England at rates varying from one-fifth of a cent to one cent a pound.

For carrying wheat to make a barrel of flour from the western farmer to the Minneapolis mills, and for carrying the flour from Minneapolis to Boston, the railroads average to receive eighty-five cents.

On potatoes, the freight rate for a barrel, containing about two and one-half bushels, from Florida, is $1.05; from South Carolina, sixty-five cents; North Carolina, forty-five cents; Virginia, thirty cents, scaling down to five or six cents a bushel from near-by points.

Melons are brought from the Carolinas for one cent and from California for two and one-half cents each.

It is thus apparent that the transportation cost from point of shipment to the city's terminals, beside having decreased during the past decade, represents a very small portion of the price to the consumer although many food products are of a perishable nature and require expedited service and refrigeration. Indeed, the transportation cost is practically negligible in comparison to the cost added after the articles have reached the terminals. One example of this comparison may be given here.

Milk is one of the most important food supplies of a great city, and on account of its highly perishable nature it is properly protected by state and municipal regulations designed to conserve the health of the public. Its transportation requires prompt handling on practically passenger train schedules, in order that it may reach the city and be delivered to the ultimate consumer within twenty-four hours of its preparation at shipping stations.

Approximately 17,000,000 cans of milk, containing 40 quarts each, and 900,000 cases of cream and condensed milk are received in the New York City market by rail every year. This is delivered either at Thirtieth street, One Hundred and Thirtieth street or Melrose Junction on Manhattan Island, or on the west side of the Hudson, in which case it is brought to Manhattan and Brooklyn by teams. It is estimated by the trade that the delivery of milk in the city after it is received at the milk platforms of the terminals costs an average of two cents per quart, while the rate for its transportation, in many instances from 300 to 400 miles on fast train schedules including refrigeration while in transit as well as the return of the empty cans to the point of shipment, averages less than one cent per quart.

Terminal Facilities

As in the case of rates, the principal purpose of this Committee has been to show how the difficulties and expense surrounding the terminal situation in New York City have increased during the past ten years with particular reference to food products, rather than to consider the terminal element in food costs absolutely, although certain facts in regard to the latter will be referred to. The terminal problem is so much more pressing in New York City than at other points, that the Committee has devoted its attention almost entirely to the metropolis and no reference will be made to the other cities which were covered by the rate investigation, except in connection with certain suggestions in regard to co-operative assembly and distribution at the conclusion of this section of the report.

The keynote of the terminal problem of New York City is its geographical location. Owing its greatneess to an unsurpassed harbor, its very strength has become a source of weakness in the handling of its internal commerce, and in economically providing the necessities of life for its inhabitants. As a result of the city's maritime and commercial pre-eminence its population includes approximately five out of the nine million persons living within the borders of the state. Furthermore, its growth has been particularly phenomenal in recent years. Between the census of 1900 and that of 1910 the city as a whole increased 39

per cent., the borough of Manhattan 26 per cent., the borough of the Bronx 115 per cent., the borough of Brooklyn 40 per cent., the Borough of Queens 86 per cent., and the borough of Richmond 28 per cent. The figures are as follows:

Borough.	1910.	1900.	Percentage of increase.
New York City	4,766,983	3,437,202	39
Manhattan	2,331,542	1,850,093	26
Bronx	430,980	200,507	115
Brooklyn	1,634,351	1,166,582	40
Queens	284,041	152,999	86
Richmond	85,969	67,021	28

It has not been possible to secure exact figures in regard to the increase in the receipts or consumption of food products in the city during this same period, but it may properly be assumed that their increase has been commensurate with the increase in population. The mere fact that the amount of food received has increased 39 per cent. in a decade would be sufficient to account for a serious terminal problem. The most cogent consideration, however, and that which even more than the amount of the increase has led to increased terminal difficulties in this city, is the distribution of the increase among the various boroughs. A glance at the foregoing table shows that by far the most marked increases in population occurred in the boroughs of the Bronx and Queens, the most remote portions of the city. During the same period not only have the terminal facilities failed to keep pace with the growth of the population, but they have also failed to follow the population in its spread away from the old centers where the long established railroad terminals are found. These facts will appear very clearly from a careful examination of the railroad terminal facilities and their development during the past ten years.

The following tables give a substantially complete list of the railroad stations serving New York City in 1903 and in 1913, together with their approximate capacity. Wherever possible the freight house space, delivery track space and storage track space have been given separately, but in some instances it has not

been possible to separate the delivery track space from the storage track space. Covered piers are included in the freight house space. Open piers with tracks on them are included in the track space.

The stations listed under the name of each railroad are those which are directly operated by it. Under the heading "Outside Terminals" are given the stations along the Brooklyn waterfront which are operated by outside companies as agents of the railroads. Each of these outside terminals is operated as a station of each of the trunk lines, except that the Brooklyn Eastern District Terminal is not a station of the Pennsylvania railroad.

CENTRAL RAILROAD OF NEW JERSEY.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
Piers 8, 9, 14 (old)..	.....	.....	.....	....	....	.....	.....
W. 15th St. Terminal	.....	.....	.....	....	....	.....	.....
Pier 32.....	.....	.....	.....	....	....	.....	.....
	Piers 8, 10, 11.....	.....	.....	....	....	.....	250 cars
	Pier 39.....	.....	.....	....	....	.....	40 cars
Pier 46.....	Pier 46.....	.....	.....	....	....	40 cars	40 cars
	Piers 80, 81.....	.....	.....	....	....	.....	55 cars
	Bronx Terminal.....	.....	.....	....	....	.....	60 cars
Jersey City [1].....	Jersey City [1].....	.....	.....	....	....	225 cars	[2] 200 cars

[1] Number of tracks set aside for delivery of New York produce.
[2] Reduction due to construction of new passenger terminal; plan in course of preparation provides for 354 cars.

DELAWARE, LACKAWANNA & WESTERN RAILROAD.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Sq. ft.	Sq. ft.			Miles.[2]	Miles.[2]
Pier 13, N. R.....	Pier 13, N. R.....	89,393	89,393	....	....	.....	.....
Pier 41, N. R.....	Pier 41, N. R.....	61,518	69,336	....	....	.....	.....
Pier 58, N. R.....	.....	31,428	.....	....	....	.....	.....
Brooklyn Tr. (Wallabout).....	Brooklyn Tr. (Wallabout).....	16,311	16,311	....	....	1.292	1.36
Harlem Transfer....	Harlem Transfer....	15,864	19,564	....	....	1.48	1.48
25th St. Tr. (B'klyn)[1]	25th St. Tr. (B'klyn)	9,695	9,695	....	....	1.909	1.909
	Pier 68, N. R.....	.....	37,598	....	....	.....	.....
	Pier 26, E. R.....	.....	29,500	....	....	.....	.....
Hoboken Tr.....	Hoboken Tr.....	380,911	870,250	....	....	47.96	53.74

[1] Operated by Brooklyn Dock & Terminal Co.
[2] Mileage shown includes delivery track capacity.

ERIE RAILROAD.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Sq. ft.	Sq. ft.	Cars.	Cars.	Cars.	Cars.
Duane St. Station..	Duane St. Station...	142,506	168,702	....	....	.....	.....
28th St. Station....	28th St. Station.....	18,630	18,630	108	108	.....	.....
49th St. Station....	49th St. Station.....	[1] 35,722	[1] 35,722	....	....	.....	.....
	Wallabout Station, Brooklyn.....	.....	10,000	....	....	.....	.....
	Pier 39, N. R.....	.....	12,000	....	....	.....	.....
	131st St., N. R.....	.....	[2].....	....	....	.....	.....
	Pier 80, N. R.....	.....	[2].....	....	....	.....	.....
Jersey City:	Jersey City:						
Dock No. 2.....	Dock No. 2.....	114,630	114,630	....	....	.....	.....
Dock No. 5.....	Dock No. 5.....	56,250	56,250	....	45	.....	.....
Dock No. 6.....	Dock No. 6.....	34,416	34,416	[2]...	[2]...	.....	.....
Dock No. 8.....	Dock No. 8.....	33,795	33,795	....	....	.....	.....
Dock No. 9.....	Dock No. 9.....	59,450	59,450	....	....	.....	.....
Local Station.....	Local Station.....	37,748	37,748	142	142	375	375
Milk Station.....	Milk Station.....	.....	.....	90	90	.....	.....
Weehawken:	Weehawken: Yard.....	.....	.....	....	....	.....	125
Dock A.....	Dock A.....	27,500	27,500	....	....	.....	.....
Dock B.....	Dock B.....	78,800	78,800	....	....	.....	.....
Dock C.....	Dock C.....	130,381	130,381	....	....	.....	.....
Dock C Annex.....	Dock C Annex.....	113,304	113,304	....	....	.....	.....
Dock D.....	Dock D.....	137,616	137,616	....	....	.....	.....
Dock F.....	Dock F.....	141,975	141,975	....	....	.....	.....
Dock G.....	Dock G.....	[1] 36,120	[1] 36,120	....	....	.....	.....
Dock H.....	Dock H.....	[1] 76,000	[1] 76,000	....	....	.....	.....
Coal Dock.....	Coal Dock.....	[1] 69,747	[1] 69,747	....	....	.....	.....
Poultry Yard.....	Poultry Yard.....	.....	.....	5	14	.....	.....

[1] Open pier.
[2] There are four tracks the length of this pier, capacity unknown.

LEHIGH VALLEY RAILROAD.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Cars.	Cars.	Cars.	Cars.	Cars.	Cars.
	149th St., N. Y. (Harlem River)....	.....	22	....	28	.....	10
	E. 124th S., N. Y....	.....	40	....	....	.....	.....
E. 134th St., N. Y..	E. 134th St. N. Y....	20	20	....	....	18	18
	Pier 5, Brooklyn (Wallabout).....	.....	18	....	....	.....	.....
Pier 2, N. R.....	Pier 2, N. R.....	60	60	....	....	.....	.....
Pier 3, N. R.....	Pier 3, N. R.....	65	65	....	....	.....	.....
Pier 44, N. R.....	.....	65	.....	....	....	.....	.....
	Pier 34, N. R.....	.....	140	....	....	.....	.....
27th St. & Pier 66, N. R.....	27th St. & Pier 66, N. R.....	90	90	83	87	4	4
Grand St., Jersey City.....	Grand St., Jersey City.....	6	6	83	128	16	39
Warren St. Milk Platform.....	Warren St. Milk Platform.....	.....	.....	....	....	17	20
Jersey Ave. Stock Yards.....	Jersey Ave. Stock Yards.....	.....	.....	....	....	[1] 46	[1] 93
Jersey City Tr. Yd..	Jersey City Tr. Yd..	1,250	1,150	276	297	1,646	1,704
Communipaw Frt. Yd.....	Communipaw Frt. Yd.....	2	2	33	33	294	294
National Stores & Claremont.....	National Stores & Claremont.....	3,259	3,144	139	163	1,963	2,123

[1] Stock-pen storage.

LONG ISLAND RAILROAD.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Cars.	Cars.	Cars.	Cars.[1]	Cars.	Cars.
	Flatbush Ave	.....	61	....	138	.....	.....
	Pitkin Ave., E. N. Y.	.....	.....	....	77	.....	.....
	New Lots Yard	.....	.....	....	127	.....	.....
	Paddy's Patch, Bayridge	.....	.....	....	42	.....	.....
	Bath Jct., Bayridge	.....	.....	....	39	.....	.....
	Bushwick Jct	.....	.....	....	60	.....	.....
	Bushwick	.....	.....	....	141	.....	.....
	Atkins Ave	.....	.....	....	46	.....	.....
	Vanderveer Park	.....	.....	....	56	.....	.....
	Pier 22, E. River, N. Y.	.....	.....	....	72	.....	.....
	Evergreen	.....	.....	....	18	.....	.....
	Varick Ave	.....	48	....	124	.....	.....
	Parkville	.....	.....	....	51	.....	.....
	Ave. O, Manhattan Beach Branch	.....	.....	....	9	.....	.....
	Manhattan Beach Yard	.....	.....	....	15	.....	.....
	Harold Ave., L. I. City	.....	.....	....	76	.....	.....
	Asphalt Dock, L. I. City	.....	.....	....	12	.....	.....
	Arch Street, L. I. City	.....	.....	....	72	.....	.....

[1] Figures in this column include storage tracks.

It has not been possible to secure figures as to the delivery capacity of the terminals of the Long Island Railroad in 1903, because the road has been almost entirely rebuilt in the last few years. An exact comparison between present and past facilities is, therefore, impossible, but it may be stated that the present facilities include a number of stations which did not exist in 1903, and that, in the aggregate, they are much greater than they were at that time.

NEW YORK CENTRAL & HUDSON RIVER RAILROAD.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Cars.	Cars.	Cars.	Cars.	Cars.	Cars.
60th Street Station	60th Street Station	1,370	1,370	.....	.....	[1]3,100	[1]3,100
	42d Street Station	.....	125	.....	.....	.....	.....
33d and 36th Street Stations	33d and 36th Street Stations	450 (48,379 sq. ft.)	450 (48,379 sq. ft.)	.....	.....	[1]1,200	[1]1,200
Desbrosses St. Sta.	Desbrosses Street Sta.	125 (7,500 sq. ft.)	125 (7,500 sq. ft.)	.....	.....	.....	.....
St. John's Pk., N. Y.	St. John's Pk., N. Y.	(740,520 sq. ft.)	(740,520 sq. ft.)	110	110	.....	.....
Barclay St. Station	Barclay St. Station	252	252	.....	.....	.....	.....
Pier 4, East River	Pier 4, East River	100	100	.....	.....	.....	.....
Pier 34, East River	Pier 34, East River	96	96	.....	.....	.....	.....
130th Street Station	130th Street Station	.....	.....	.....	.....	[1]400	[1]400
Melrose Jct. Station	Melrose Jct. Station	.....	.....	215	215	200	200
Westchester Avenue Station	Westchester Avenue Station	.....	(15,000 sq. ft.)	42	110	.....	.....
Pt. Morris Station	Pt. Morris Station	.....	.....	.....	.....	[1]300	[1]300
	Wallabout Basin, Brooklyn	.....	75	.....	.....	.....	.....

NEW YORK CENTRAL & HUDSON RIVER RAILROAD — *Concluded.*

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
Warren St., Jersey City.....	Warren Street, Jersey City.....	Cars. (7,800 sq. ft.)	Cars. (7,800 sq. ft.)	Cars.	Cars.	Cars. [1]100	Cars. [1]160
Weehawken Ter....	Weekhawken Ter....	2,100	2,100	.....	.....	[1,2]2,104	[1, 2]2,136
Franklin St. Station.	Franklin St. Station.	155	155	.....	.....	.....	.....
	Kings Bridge Station, 230th Street, N. Y.	.....	(1,800 sq. ft.)	.....	50	.....	4

[1] Includes delivery track capacity.
[2] Additional storage yard at Granton, west of Weehawken tunnel — capacity 3,000 cars.

NEW YORK, NEW HAVEN & HARTFORD RAILROAD COMPANY.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Sq ft.	Sq. ft.	Cars.	Cars.		
Pier 31, E. R.....	Pier 31, E. R.....	22,736	22,736	.....	.....	.....	.....
Piers 38–39, E. R....	Piers 38–39, E. R....	36,288	36,288	.....	.....	.....	.....
Piers 45–46, E. R....	Piers 45–46, E. R....	36,121	36,121	.....	.....	.....	.....
Pier 49, E. R.....	Pier 49, E. R.....	10,540	10,540	.....	.....	.....	.....
Piers 50–51–52, E. R.	Piers 50–51–52, E. R.	26,900	40,622	.....	.....	.....	.....
	North 1st St. Sta., Brooklyn.....	.....	12,010	.....	.....	.....	.....
Harlem River Sta..	Harlem River Sta....	9,272	47,723	179	179	.....	.....
Woodlawn Station..	Woodlawn Station....	1,250	1,250	.....	.....	.....	.....
Baychester Station..	Baychester Station...	6,625	6,625	.....	.....	.....	.....
Westchester Station.	Westchester Station..	3,861	3,861	.....	.....	.....	.....
Van Nest Station...	Van Nest Station....	1,465	1,465	.....	.....	.....	.....
West Farms Station.	West Farms Station..	885	885	.....	.....	.....	.....

PENNSYLVANIA RAILROAD.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913
		Sq. ft.	Sq. ft.	Cars.	Cars.	Cars.	Cars.
Pier 1, N. R.....	Pier 1, N. R.....	42,597	42,597	.....	.....	.....	.....
Piers 4–5, N. R.....	Piers 4–5, N. R.....	135,941	135,941	.....	.....	.....	.....
Pier 16, N. R.....	Pier 16, N. R.....	19,183	.....	.....	.....	.....	.....
Piers 27–28–29, N. R.	Piers 27–28–29, N. R.	165,281	222,474	.....	.....	.....	.....
37th Street Station..	37th Street Station..	36,490	47,704	159	186	84	66
Williamsburg Piers and Yard.....	Williamsburg Piers and Yard.....	34,015	34,015	73	73	9	11
Wallabout Pier.....	Wallabout Pier.....	75,969	75,969	.....	.....	.....	.....
125th Street Station.	125th Street Station..	24,465	24,465	.....	.....	.....	.....

PENNSYLVANIA RAILROAD — *Concluded.*

STATIONS.		Freight house capacity.		Delivery track capacity		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Sq. ft.	Sq. ft.	Cars.	Cars.	Cars.	Cars.
Pier B.–J. C.....	Pier B.–J. C.....	88,200	88,200	....	....	14	14
Pier C.–J. C.....	Pier C.–J. C.....	32,340	32,340	....	....	10	10
Pier E.– J. C.....	Pier E.–J. C.....	28,754	23,560	....	....	33	30
Pier F.–J. C.....	Pier F.–J. C.....	.....	.....	61	61	187	187
Pier G.–J. C.....	Pier G.–J. C.....	.....	.....	62	62	197	197
Pier H.– J. C.....	Pier H.–J. C.....	.....	.....	43	43	317	317
Pier J.–J. C.....	Pier J.–J. C.....	.....	.....	42	42	184	184
Pier K.–J. C.....	Pier K.–J. C.....	190,525	190,525	42	42	184	184
Pier L.–J. C.....	Pier L.–J. C.....	247,228	311,225	97	97	767	767
Jersey City Stock Yards.....	Jersey City Stock Yards.....	.....	.....	....	....	[1] 241	[1] 241
Ball Grounds Yard..	Ball Grounds Yard...	40,000	40,000	234	238	31	31
Poultry Yard.....	Poultry.....	3,800	3,800	6	10	.....	.....
	Greenville Yard., J. C.....	.....	.....	....	....	.....	[1] 400
	Coal Pier, J. C.....	.....	.....	....	....	.....	[1] 24
	Steel Yard, J. C.....	.....	.....	....	....	.....	[1] 531

[1] Includes delivery track capacity.

OUTSIDE TERMINALS.

STATIONS.		Freight house capacity.		Delivery track capacity.		Storage track capacity.	
1903.	1913.	1903.	1913.	1903.	1913.	1903.	1913.
		Cars.	Cars.	Cars.	Cars.	Cars.	Cars.
Fulton Terminal....	Fulton Terminal.....	30	.....	35	81	110	175
Atlantic Terminal...	Atlantic Terminal...	15	.....	150	275	50	75
	Baltic Terminal.....	.....	[1] 100	....	85	.....	105
Bush Terminal.....	Bush Terminal.....	10	80	20	60–250	200	1,500
Brooklyn Eastern District Terminal.	Brooklyn Eastern District Terminal..	([2]47,733 sq. ft.)	([2]58,833 sq. ft.)	304	373	290	290
	Jay Street Terminal.	.....	(39,000 sq. ft.)	....	....	.....	[3] 235

[1] This freight house used for Fulton and Atlantic Terminals, also after 1905 when the freight houses of those terminals were discontinued.
[2] Capacity given is that of loading and unloading platforms, terminal is not equipped with freight house.
[3] Includes delivery track capacity.

It is apparent from these tables that while there have been very substantial increases in terminal facilities since 1903, these have neither been proportionate to the increase in the population nor geographically coincident with it. The new stations are rather few. With the exception of those that replaced discontinued ones, they are as follows:

Lehigh Valley Railroad

One Hundred and Forty-ninth street and Harlem river, N. Y.; East One Hundred and Twenty-fourth street, N. Y.; Wallabout Basin, Brooklyn.

Delaware, Lackawanna & Western Railroad

Pier 26, East river.

Central Railroad of New Jersey

Piers 80 and 81, North river; Bronx terminal.

New York, New Haven & Hartford Railroad

North First street, Brooklyn.

New York Central & Hudson River Railroad

Kings Bridge, N. Y. (230th street); Wallabout Basin, Brooklyn; Forty-second Street station, N. Y.

Pennsylvania Railroad

Greenville yard, Jersey City; Coal pier, Jersey City; Steel yard, Jersey City.

Outside Terminals

Baltic terminal, Brooklyn; Jay Street terminal, Brooklyn.

The most substantial of the increases in stations which existed in 1903 are as follows:

Delaware, Lackawanna & Western Railroad

Harlem Transfer — Freight house capacity increased from 15,864 square feet to 19,564 square feet.

Hoboken Terminal — Freight house capacity increased from 380,000 square feet to 870,000 square feet; trackage capacity increased from 47 miles to 53 miles.

Lehigh Valley Railroad

Grand Street, Jersey City — Delivery track capacity increased from 83 cars to 128 cars, and storage track capacity from 16 cars to 39 cars.

Jersey Avenue Stock Yards — Stock pen capacity increased from 46 to 93 cars.

Jersey City Terminal Yard — Storage track capacity increased from 1,646 cars to 1,704 cars.

National Stores and Claremont — Storage track capacity increased from 1,963 cars to 2,123 cars.

New York Central & Hudson River Railroad

Westchester Avenue Station — New freight house built, with capacity of 15,000 square feet; delivery track capacity increased from 42 cars to 120 cars.

New York, New Haven & Hartford Railroad

Piers 50, 51 and 52 — Freight house capacity increased from 26,900 square feet to 40,622 square feet.

Harlem River Station — New potato warehouse built with capacity of 38,451 square feet.

Pennsylvania Railroad

Piers 27, 28 and 29 — Freight house capacity increased from 165,281 square feet to 222,474 square feet.

Thirty-seventh Street Station — Freight house capacity increased from 36,490 square feet to 47,704 square feet, and delivery track capacity from 159 cars to 186 cars.

Pier "L" — Freight house capacity increased from 247,228 square feet to 311,225 square feet.

Outside Terminals

Fulton Terminal — Delivery track capacity increased from 35 cars to 81 cars and storage track capacity from 110 cars to 175 cars.

Atlantic Terminal — Delivery track capacity increased from 150 to 275 cars and storage track capacity from 50 cars to 75 cars.

Bush Terminal — Freight house capacity increased from 10 cars to 80 cars; delivery track capacity from 20 cars to 60 cars and storage track capacity from 200 cars to 1,500 cars.

Brooklyn Eastern District Terminal — Track capacity increased from 357 cars to 426 cars.

The figures given, both in regard to new stations and enlarged stations, do not include the improvements of the Long Island railroad which will be found tabulated on page 24. As stated in the note on that page, it has not been possible to secure any information in regard to the Long Island's facilities in 1903, as that part of the road has been practically rebuilt in the last few years. It may be stated, however, that the present facilities as shown on page 24 are very much more extensive than in 1903, and include a number of new stations as well as enlarged ones.

A consideration of the above terminals in connection with the general information in regard to the facilities of the Long Island

railroad will show that a majority of the increases of terminal facilities and many of the additions are in the central portions of the city where most of the terminals have always been located. The west side of Manhattan Island, the Jersey City water-front and the Brooklyn water-front have enjoyed the greater part of the expansion. To be sure, additional and enlarged facilities in the Bronx (four stations and two large new freight houses at old stations) and the great expansion and enlargement of the Long Island's facilities in Brooklyn show that the railroads have made great efforts in the right direction which have no doubt done a great deal to meet the growing demand for improved and enlarged terminals. It is clear, however, that the growth of the terminals has not been in any way commensurate with the growth and spread of the population of the city which is referred to on pages 20 and 21.

Some of the most important difficulties resulting from this situation may here be pointed out. As stated above, the terminals have not followed the population. There has been considerable terminal development in the Bronx and Queens to be sure, but it has not been proportionate to the increase in population in those sections, and even had it been proportionate the problem would not have been entirely solved, since the principal receiving point for produce continues to be the lower west side. This is because the downtown terminals have developed into well recognized markets for food products and their removal would greatly disturb commercial conditions. Therefore, as the population which consumes the food products has gradually spread away from the terminals, the haul from the terminals to the ultimate consumer has correspondingly increased. As nearly as can be ascertained, the primary trucking haul — that is, from the terminal to the first stopping place of the commodity — has not increased, as the primary storage points are still located near the terminals. But the secondary and tertiary hauls from the primary storage points and from subsequent distributing points have increased most substantially, increasing, of course, the cost to the consumer.

Nor is this the only effect which the increase in the food traffic has had on the cost of delivering it. As a result of the greater quantity of this traffic in proportion to the terminal facilities, it is probably true (although accurate information is not obtainable) that considerable expense results from the delay to trucks at terminals while awaiting an opportunity to take delivery of their freight.

This time must, of course, be charged against the commodity to be delivered, and in many instances must add a very substantial percentage to the delivering cost.

It might also be supposed that the cost of trucking itself would have increased during the last ten years, and this appears to have been the case in regard to some commodities, but as nearly as can be ascertained the charge per truck per day for the delivery of produce has remained the same during the last decade because of competitive conditions.

The effect of the lack of a proportionate development of the city's terminal facilities upon the cost of delivery may, therefore, be summarized as having resulted in a substantial increase of the average length of haul and a substantial increase in the delay to trucks at terminals.

Besides the physical conditions in New York City which have just been considered, there is an economic situation in all of the towns and cities of any importance as well as at the points of origin of food products which contributes largely to increasing the cost to the ultimate consumer. This is the present method of competitive delivery and assembling which results in a tremendous duplication of unnecessary expenses. The cumbersome nature of present methods may well be illustrated by reference to milk as a typical commodity. In New York City half a dozen or more milk dealers, each one using a wagon and team, make deliveries at the same apartment house or at houses located in the same block instead of this service being performed, as could easily be done, by one truck. As a result, the ultimate consumer pays prices which will cover the high rents in many small establishments, the cost of carrying many duplicate stocks in different stores, the small retailer's disadvantage of buying in limited quantities, the wages of multiplied clerks and all of the other items which may be eliminated or reduced by co-operation or combination.

These facts will be strikingly brought home by reference to an independent investigation of the milk supply of the city of Rochester, a typical manufacturing center, which disclosed the fact that under the present method of distributing milk, 305 wagons and teams are used, traveling a total of 2,500 miles daily and involving a cost of about $2,000 per day. Under a well organized system 25 delivery trucks would do the same work, at a cost of $600 a day and would have to cover only 300 miles to serve the same customers. On the basis of these figures the waste of distributing this

one commodity in Rochester alone is estimated at $500,000 per year, or $2 per capita, which is nearly two and one-fifth cents for each quart of milk consumed.

In addition to the great expense of the present method of distribution, its effect on the healthfulness of milk, the most perishable of the food products, is most serious. It is confidently stated that there has been no material improvement in the quality of milk sold in the large cities during the last twelve years, notwithstanding the careful educational campaigns and the municipal inspection which have been instituted in various cities. The reason is that the marketing of pure milk in a cleanly condition involves expenditures which the small dealer cannot afford to make under the wasteful and inefficient methods of distribution. The expenses of each of the many small dealers are so great that the consumer is compelled to pay more than a fair price for his milk, and receives in return an inferior if not a positively harmful product.

Waste similar to that of competitive distribution is also found in the competitive assembling of many foodstuffs at initial shipping points, although this condition is probably less obvious because more widely scattered. Many buyers and commission men conduct their business in the various fruit and produce districts where such commodities as apples, peaches, cabbage and celery originate, as a result of which shipping facilities, warehouses and storehouses are duplicated and much expense and delay in the switching and handling of cars results. Furthermore, numerous shipments are made in less-than-carload lots at rates higher than would be applicable were all of the shipments in carloads, while the holding of the cars until a full load can be secured conduces to the uneconomical use of railroad equipment.

Frequently a shipper, in order to make sure that his shipments will be fully protected, will order the maximum number of cars which he may need as a result of which some when tendered may be rejected or held on tracks under demurrage which also conduces to uneconomical railroad operation. Indeed, the present unorganized method of assembling and forwarding foodstuffs from points of production produces acute competition for transportation facilities, often resulting in great hardship upon individual shippers and imposing a burden upon the carriers largely in excess of that which would be necessary under more economical methods.

It is impossible to estimate the actual losses which result from the duplication of assembling services as was done in the case of

the distribution of milk at Rochester, since assembling is never concentrated within a limited area. It is apparent, however, that the losses resulting from present methods must, in the aggregate, be very large, and that they must ultimately be borne by the consumer.

Service

In addition to the foregoing consideration of the effect on food prices of railroad rates and terminal facilities, the Committee desires to present a brief outline of the service rendered by the carriers in the transportation of food products to New York City. This is not with the purpose of showing changed conditions with respect to the service or of pointing out deficiencies in it, but merely that the Committee's consideration of the transportation and terminal situation may be complete.

No attempt will be made to give a full description of the carriers' service. There are so many ramifications and such minute details of railroad operation that it would be impossible, if not unprofitable, to refer to all of them here. The Committee has sought merely to indicate the general nature of the service rendered in the transportation of food products, and some particular facilities which are accorded this traffic.

Generally speaking, highly perishable produce moving into New York City from distances of about five hundred miles is delivered on the second morning after shipment. In the case of ordinary fruits and vegetables of a less perishable nature coming from similar distances, third morning delivery is made.

The information given above under the heading "Terminal Facilities" shows how few rail terminals there are in New York City. The majority of deliveries are made at piers which are reached either by floating cars and placing them upon tracks on the piers by means of float bridges, or by transferring freight in bulk by means of lighters in which case the lighters are tied up alongside the pier where delivery is to be made and the freight unloaded on the pier. By far the largest part of the freight coming into New York City is handled in this way. The cars are brought in trains to the rail terminals on the Jersey side or on Manhattan Island, and from there the freight is either floated or lightered.

The arrival of the freight at its destination, whether in a car on a track, in a freight house or on a pier, does not complete the

service which the carrier performs. The rate charged for the transportation covers not only the movement of the freight, but the holding of it for a considerable period of time free of charge. In many instances this latter service is almost as valuable to the shipper or consignee as the transportation itself. Thus, carload freight which is tendered to the consignee in the car on a delivery track is allowed two days free time before track storage or demurrage charges are imposed. This is in theory intended to allow the consignee an opportunity to unload the car. In many instances, however, two days is greatly in excess of the amount of time necessary for the actual unloading, and the time is used as a free storage period to assist the consignee in the conduct of his business. In the case of freight shipped in less-than-carload lots to New York City, Brooklyn and Jersey City, it is held free of charge for three days, Sundays, legal holidays and the day of arrival excluded, and at the end of that time if not removed a storage charge is imposed of five cents per 100 pounds for each thirty days or fraction thereof. In the case of carload freight shipped to New York "lighterage free," ten days' free time is allowed, excluding Sundays, legal holidays and the day of arrival, while waiting the order of the consignee for final delivery. The same free time is allowed on less-than-carload freight shipped to a specific New York City station if it is held for orders at the request of the consignee. At the expiration of this period of ten days the freight is stored at a rate of one cent per 100 pounds for the first ten days, and one-half cent per 100 pounds for each succeeding ten days. Freight so stored may subsequently be delivered at any point within the free lighterage limits of the port within six months after being placed in storage.

In the case of freight shipped to New York "lighterage free" and subsequently delivered to vessels for export, thirty days' free time is allowed. In the case of perishable freight in refrigerator cars, ten days' free time is allowed, and if it is not removed at the expiration of the free time it is held in cars under refrigeration at a charge of one cent per 100 pounds for the first ten days and one-half cent per 100 pounds for each succeeding ten days.

The time of arrival of various products in New York City is so arranged that they may be available for the various markets, in order to avoid holding over until the next day which would result in loss due to shrinkage, or the necessity of selling after regular market hours. In the case of products so handled various special

terminal facilities are provided. Thus milk is unloaded upon milk platforms in Jersey City and Manhattan and distributed to the consumer in time for breakfast. These platforms occupy valuable real estate, and are used for the milk traffic only in the morning when the milk is coming in and later in the day when the empty cans are returned. Nevertheless, these facilities are reserved exclusively for this business, because of the sanitary regulations of the board of health. The platforms and surroundings are regularly inspected, and must be kept absolutely clean and in a sanitary condition. With this end in view special precautions are taken, such as having the platforms washed every day and keeping the lower sides whitewashed. In like manner the roadways leading to these platforms must be given special care. All of these special facilities are accorded the consignees of milk without any additional charge.

In the same manner, during the spring months, green vegetables and fruits are delivered to the market between Jay street and Perry street, North river, every morning in time for the early market. Besides the produce so delivered by the railroads, a very large quantity of green stuff comes to the piers at this point via the coastwise lines from the south.

Somewhat analogous to the vegetable market, in that it is not conducted upon railroad property but is directly served by railroad tracks, is the West Washington market, situated on the block bounded by Thirteenth avenue, Bloomfield, West and Gansevoort streets. This is a retail and wholesale market for meat, poultry and vegetables. It has two side tracks connecting with it over which wholesale dealers receive supplies, which they are thus enabled to unload directly from the cars without the necessity of any transfer by team. It is planned to move this market to another location in order to make room for the construction of new piers.

In addition to the so-called vegetable market just referred to, a number of the roads maintain auction rooms for the sale of fruit and vegetables located at Duane and Desbrosses streets, and this is a most efficient and economical method of distribution. Indeed, it is estimated that the selling of goods at auction on the piers is effected at a cost of less than 4 per cent. including delivery compared with 10 per cent. under the system of selling through wholesalers.

Remedies

The conclusions to be drawn from the foregoing review of railroad rates, terminal facilities and service may be briefly stated.

The tendency of rates in the past few years has been downward, and, furthermore, they represent a very small part of the ultimate price of foodstuffs. Certainly no objection can be made to them or any relief sought through their reduction. Neither can any fault be found with the service rendered by the railroads. Extensive privileges are accorded in connection with the transportation of foodstuffs into New York City, the result of competition between the various lines. It is apparent, however, from what has been said that the terminals in New York are not adequate. The city has rapidly outgrown them, and, as a result, delivery is much more expensive than it was a generation or a decade ago. The city is in crying need of terminals widely distributed through its great area, all with direct rail connection, but has been forced thus far to continue laboring under the antiquated system by which the majority of its food products arrive at points along the west side of Manhattan Island from which they must be trucked or lightered great distances. This problem is not in itself new, but the difficulty of discovering a remedy is, in the case of New York, absolutely unique. Most cities are so situated that pressure on terminals similar to that which New York now feels can be relieved by belt lines connecting separate freight stations, and providing transfer points for less-than-carload freight. This solution is not, however, possible here, since the city is divided by water into four parts: the New Jersey section, the Manhattan and Bronx section, the Long Island section and the Staten Island section. To be sure New York City does not extend into New Jersey, but from a transportation standpoint the Jersey side must be considered.

There is no doubt, however, that improvements over the present methods of distributing freight are possible. A large part of the present trucking costs could be eliminated by a better co-ordination of railroad and steamship terminals and storage warehouses. The saving which would result would be most substantial. The cost of a team is from $7 to $10 per day, and the charge for delivering freight by team includes the time actually necessary to haul the shipment as well as the time that the team is compelled to wait at the terminal. By delivering cars on side tracks directly to storage warehouses the saving in teaming cost alone would certainly amount to $10 or $20 a car. That this is not a fanciful supposition will be apparent from the fact that the new West Washington and Gansevoort market (according to the plan submitted to the Market Commission of the City of New York) will

effect a saving to the dealers there located of approximately $500,000 per annum by reason of having railroad tracks run directly to the place of business so making it possible to unload cars directly into salesrooms or storehouses.

The problem of reorganizing the city's terminals in order to effect this result and secure a more economical distribution of food supplies has attracted great attention, and plans have been prepared by the board of estimate and by the commissioner of docks for improving conditions along the west side of Manhattan Island and for a comprehensive system of developing the harbor's facilities. The chamber of commerce and other public organizations have also investigated the matter and made recommendations, and the New York Central & Hudson River Railroad Company has proposed a plan in connection with the removal of its tracks from the surface of the streets along the west side.

A brief resume of these schemes may properly be given here as they indicate what efforts are being made to solve the city's terminal problem and the direction which they are taking. The plan of the board of estimate consists of a series of "unit terminals" each consisting of a double-decked pier with two float bridges and a terminal building on the side of the street away from the water-front, the pier and building to be connected at the second story level by a bridge across the intervening street. This plan includes the discontinuance of the present tracks on Eleventh avenue south of Sixtieth street, or the placing of these tracks in a subway as far south as Thirtieth street and their discontinuance beyond that point. In the event of its adoption it would be necessary to lighter or float all freight destined to points south of Sixtieth street or Thirtieth street and deliver it at points along the water-front.

The plan of the commissioner of docks is for an elevated freight railroad on the marginal way along the water-front connecting with freight terminals and warehouses located on the easterly side of the street and with spurs to piers on the westerly side. The plan also contemplates the installation of temporary float bridges for the use of the roads whose rails terminate on the Jersey side until a freight tunnel under the river shall give them physical connection with the marginal railroad.

This plan would preserve the city's advantage of having direct rail connection with the East, North and West, and if ultimately perfected would eventually largely eliminate the necessity for

using lighters and barges in the distribution of freight. The plan of the board of estimate on the other hand would involve the surrender of a great part of the advantages of rail service and would make the city more than ever dependent upon the floating of its food stuffs.

On this point the Committee of the Chamber of Commerce in its report has well said:

> It is essential that New York should preserve to its citizens the inestimable advantage of a rail freight service reaching, without transfer and without breaking bulk, convenient points in the city.
>
> With the natural advantages of land approach without transfer of cars to floats, with the configuration of the island and the centralization of business units as they are, and the trend of the city's growth what it is, your committee believes it is indisputable that nothing should be done that could in any way interfere with or complicate the freedom of north and south distributing lines for its increasing freight as well as its passenger business. (Fifty-fourth Annual Report, Chamber of Commerce of New York, page 158.)

Support has also been given to the view that the rail facilities should be increased rather than eliminated by the following prominent commercial bodies of the city: Chamber of Commerce of the State of New York, Merchants' Association, New York Board of Trade and Transportation, Produce Exchange, Maritime Association of the Port of New York, Building Material Exchange, Mason Builders' Association, Merchants' and Manufacturers' Board of Trade, Manufacturers' Association, City Club, Citizens' Union, Central Federated Labor Union.

The advantages of some system which would not eliminate the tracks from the west side may be briefly indicated. Various markets have been suggested so placed as to enjoy direct rail connection which would permit the unloading of refrigerator cars through cooled areaways into the refrigerated salesrooms and lofts of the warehouses themselves. Gansevoort and Washington streets, Twelfth avenue and Fiftieth street and One Hundred and Fifty-first street and Harlem river have been suggested as advantageous localities for such markets.

Indeed the prospects for a new market at Gansevoort and Washington streets are quite bright. The New York legislature has given the sinking fund commission of New York City authority to permit the use of the present sites of the West Washington market and the Gansevoort market for dock purposes, upon condition that suitable quarters for these markets be provided elsewhere in the ninth ward of Manhattan. Plans for a new market

to take the place of the present buildings and to fit in with the present and future needs of the city for receiving and marketing its food supplies have been submitted to the market commission appointed by the mayor, and contemplate the construction of five buildings with two new market streets running north and south and furnishing access to loading platforms. The plan also proposes that elevated tracks traversing the terminal on Washington street be constructed, four on West Terminal street and two on Greenwich street with trackage in the market terminal proper to accommodate 270 cars at one time and unloading platforms to accommodate 150 cars.

The carrying out of these plans would involve the removal of the present market from the water-front, leaving the space it now occupies free for the construction of long piers and resulting in a saving in the cost of distributing food supplies of approximately $3,000,000 per annum. The plan depends fundamentally, however, upon the existence of direct rail connection, and this can be secured only by continuing the existing surface tracks or by the construction of some such elevated marginal railroad as is referred to above.

This concludes the suggestions of the Committee with regard to the railroad terminals. While not falling directly within the sphere of the transportation companies, the Committee has given some attention to the question of distributing food stuffs at destination and assembling them at points of origin in view of their intimate relation to the transportation problem. The cumbersome and expensive nature of the present practices was dwelt upon in the section in regard to " Terminal Facilities," and the possibility of eliminating a large part of this unnecessary expense will now be referred to. Its existence is due to the duplication of service and equipment as a result of competition between a large number of small dealers. This could be entirely eliminated either by a combination of all of the present competitors or by a substitution for their service of municipal service. The method used by the post office department in the distribution of mail is a good example of an efficient distributing system. With great frequency and regularity, and without any duplication of equipment or service, the postman delivers mail at all houses in the district to which he is assigned. How absurd it would seem were our mail brought by half a dozen or even two postmen, and yet that is exactly what is done in the case of food products.